

STATE RELIEF ADMINISTRATION
OF CALIFORNIA

PRELIMINARY REPORT TRANSIENT PROGRAM

February 28, 1939

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PRELIMINARY REPORT TRANSIENT PROGRAM OF THE
STATE RELIEF ADMINISTRATION, LOS ANGELES
COUNTY, FEBRUARY, 1939 JAMES B. REESE.

I. INTRODUCTION

No attempt was made in the preparation of this report to secure original or new statistical information, nor were schedules prepared for the analysis of present caseloads. The reasons for these omissions were three-fold; first, prior and subsequent to the termination of the Federal transient program a multiplicity of such studies were made; second, the results of any study of applications and rejections of transients for relief to the SRA would undoubtedly give a distorted picture inasmuch as intake policy determines not only the type of cases accepted for care, but also the volume of such applications; and third, such a survey would be impossible of accomplishment without a reasonable allotment of staff to such a project. However, use was made of such studies* as were immediately available in the office.

The basis of this report is a study of policy, techniques and facilities for the care of transients as determined by conferences with SRA staff members, Council of Social Agencies, public and private agencies and interested citizens.**

For expediency sake this report will deal with the usual categories of the transient problem separately and in the following order; Boys, Single Women, Families, Single Men and Medical Care.

- * Transients in California - Division of Research and Survey
SRA, Aug. 3, 1936.
Resume of Social Work and Camps for Transient Boys in
Southern California - Helen Montegriffo, Aug. 30, 1935.
Statistical Information, L.A. 1938 - Bernice Copland.
Miscellaneous Transient Files of SRA

- ** Bernice Copland, Elizabeth Connolly, Fuqua, Whittier, Mary Stanton, Walter Chambers, Dorothy Wysor Smith, Msgr. T. J. O'Dwyer, Joseph Thesing, Karl Holton, Lt. Graeb, Lt. Lester, A. C. Price, Gertrude Logan, Chas. I. Schottland, Fred Coggan, Henry Richmond, etc.

II. RESUME: History of Transient Care in Los Angeles County

Prior to the depression and while we were still riding the crest of prosperity California, and more particularly Los Angeles County, was the mecca of all westward movement. Climate, newly developed agricultural fields, motion picture industries, adventure and restlessness brought people to California during the more prosperous times. Not an insignificant number of these people found adjustment to their new environment difficult and many were cared for by the Travelers Aid Society and other private agencies. In 1924 the Catholic Welfare Bureau, noting that large numbers of boys were becoming stranded in Los Angeles, opened the Junipero Serra Boys Club. This was followed by the opening of the Community Boys Lodge in 1927, and still later a home for colored boys.

The depression brought increasing numbers of transients to California and just before the collapse of the public and private agencies in Los Angeles under this ever increasing problem, the Federal Transient Service was instituted in 1933. This agency coordinated the activities of the private agencies and supplemented them by an extensive program of its own. A Family Welfare Bureau, a Single Men's department and a Boys' division were developed. The Federal Transient Service continued to serve non-residents until it was abruptly terminated by an administrative order from Washington in September, 1935. An attempt was made to salvage the Family Bureau and Boys' Division by integration with the SRA, but no attempt was made to carry on the Single Men program beyond the time necessary to dispose of certain of the unemployables in the camps.

Since September, 1935, there has been a gradual restriction of care to transients until we find, in February, 1939, a program simply of emergency care pending verification of residence; authorization for return and transportation.

III. TRANSIENT BOYS.

A. Problem

The lack of a centralized clearing house for transient boys, the SRA policy of rejecting applications at point of intake for refusal to return to legal residence, which tends to discourage applications and the minimum private agency care available in Los Angeles, makes it quite hazardous to even estimate the extent and scope of the transient boys' problem. However, such statistics as are available are enlightening. For example, during 1938, two thousand and twenty-two (2022) boys applied to the SRA for assistance. Of this number one thousand and nineteen (1019) or more than 50% were rejected by the intake division and the balance accepted for emergency care and transportation to legal residence.

An analysis of the reasons for the rejections developed the following:

Refusal to return to legal residence	50%
Service only (referred to Travelers Aid Society)	20%
Adequate Resources	20%
Under 18 years (Referred to BIR)	10%

It will be noted from the above that over 500 hungry boys were turned out into the streets to sniff for themselves, without even the most temporary of care during 1938, because they refused to say they would return to their legal residence when authorization and verification was secured.

The Annual Report of the Los Angeles City Police Department for the fiscal year 1937-1938 shows three thousand nine hundred and ninety-one (3991) boys and eighteen (18) girls between the ages of 18 and 21 years, were arrested on vagrancy charges. The number of arrests for vagrancy of youths under 18 years is not immediately available. (These figures are being compiled for the SRA by the Crime Prevention Detail.) However, the Bureau of Indigent Relief reports that one hundred and thirteen (113) of the cases of boys closed during the period July 1, 1938, to January 31, 1939, were referred to it by the police department. This would seem to indicate that between two and three hundred transient boys under 18 years of age are coming to the attention of the police department. (Actual number reported by Juvenile Police 314)

Social workers from both public and private agencies interested in the juvenile problem advise me that the criminal court dockets are crowded with out-of-state boys between 18 and 22 years and that a substantial number of the twelve hundred (1200) odd persons who may be found sleeping any night in the six five cent all-night motion picture houses on Main Street are transient boys.

In the face of this problem the SRA continues its policy of treating this juvenile problem as though it were one of unemployment relief.

The following analysis of 390 open and closed cases made by the Transient Intake Supervisor of the SRA, seems to substantiate the statement that the transient boys problem should be viewed as a juvenile problem and not simply as one of unemployment relief.

Age Groupings:

14 years	3
15 "	2
16 "	6
17 "	13
18 "	80
19 "	106
20 "	91
21 "	79
Over 21 "	4
Age Unknown	9

Time on Road on Date of Application

Less than one week	37
1 Week to 1 Month	127
1 to 3 Months	97
3 to 6 Months	35
6 Months to 1 Year	9
1 to 3 Years	30
Over 3 Years	14
Unknown	41

Physical Condition

Good - 353, Disability - 32, Not Determined - 5.

Guardians:

Mother and Father	159
Mother only	73
Father only	34
Father and Stepmother	23
Mother and Stepfather	26
Brother	7
Sister	8
Aunt	6
Uncle	3
Grandparent	8
Foster Mother	1
State	9
Stepmother	1
Married	9
Social Agency	2
Not Determined	21

Financial Status of Guardians

Independent	233
Relief	42
WPA	31
Not Known	84

Educational Status

2nd Grade	3
3rd "	1
4th "	4
5th "	6
7th "	22
8th "	76
9th "	52
10th "	71

Educational Status (Cont.)

11th Grade	40
12th "	59
1st Year College	2
2nd " "	2
3rd " "	2
4th " "	1
Unknown	49

The above statistical data (note Financial Status of Guardians) plus the fact that the Junipero Serra Boys Club and the Community Boys Lodge had under care approximately one hundred (100) boys at all times prior to 1929, indicates that the plan of treatment for transient boys should be somewhat different than that accorded most unemployment relief problems.

B. Present Facilities.

The current State Relief Administration program for transient boys in Los Angeles, is intended to meet the relief and transportation needs of transient unattached minors 18 to 21 years of age inclusive, whose parents or guardians are not residents of California. A discussion of the problem with the SRA workers charged with the responsibility of carrying out this program, developed that major emphasis is placed upon emergency aid and transportation to legal residence, and that there is little or no recognition of the social problems involved. No attempt is made to determine by agency contacts the underlying factors which caused boys to leave home, no counselling service is provided to condition the boy's attitude toward returning to his legal residence and no effort is made to secure the services of a social agency in the community from which the boy came to correct the conditions causing them to leave, either prior or subsequent to their return. In fact, these workers advise me that frequently the only contacts they have with the boys are at the time of application and train time. Workers never visit boys while in camp or the Junipero Serra Boys Club and only call them into the office for interviews when additional information is required to verify residence.

Pending verification of legal residence and the securing of authorization to return, the boys cared for by the SRA are placed in either the Junipero Serra Boys Club or one of three SRA camps for single men. Pacoima is used as an Intake Camp, DeVore for venereals and Pales Verde for men and boys of normal health.

The Junipero Serra Boys Club, in addition to providing food, shelter, clothing and a limited amount of medical and dental care, maintains a well rounded leisure time program. The Los Angeles School system provides a teacher who has classes from 9 A.M. to 3 P.M. five days each week. These classes are compulsory for boys under 18 years

of age and optional for those over 18. The educational program includes classes in journalism, handicrafts, shopwork, history, English, citizenship and mathematics. There are also night courses conducted by the WPA (EEP) for boys over 18 who do not attend the day classes. A recreational leader is in attendance four days each week. Athletic events are held at a nearby playground while table games and boxing are conducted in the club rooms.

According to the annual report of the Club, the per diem cost of the service rendered these boys is 89%. The SRA pays 60% per day per boy for those placed in the institution. The service rendered by the Junipero Serra Boys Club could be improved by the addition of a caseworker and the development of a more constructive work program.

The SRA camp program for transient boys consists simply of housing boys in one of the single men camps (Palos Verde) pending their return to legal residence. A gesture is made toward segregating the boys from the older men, but it consists of merely assigning to them the required number of tents at one end of the Company street. The Camp Director explained the need for segregation on the basis that the boys were too noisy at night for the older men, so it was deemed advisable to remove them to the far end of the camp grounds.

Camp Palos Verde is located in the beautiful Palos Verde Hills overlooking the ocean. Bathing, fishing, athletics and shows are the chief recreational outlet for the camp members. The housing units are tents rather than barracks, and sleep six to eight persons in double decker beds.

The men and boys are employed six hours a day on a county road project. The camp site is owned by the Palos Verde Land Co.

There is no counsellor or caseworker in the camp to serve the needs of the boys. The Director introduced me to a middle aged man whom he described as a recreational leader and attendance officer. The boys at the time of my visit - 3:30 P.M. - were loafing around the camp and there was no evidence of any organized program for them.

The Bureau of Indigent Relief accepts responsibility for transient boys under 18 years of age. Its program is similar to that of the SRA. Emergency relief is provided at the Junipero Serra Boys Club pending verification and return to legal residence.

During the period July 1, 1938, to January 31, 1939, the Bureau of Indigent Relief cared for three hundred and forty-five (345) transient boys. These boys were cared for pending their return to legal residence in the following manner:

Junipero Serra Boys Club	278
Boarding Homes	40
Juvenile Hall	8
County Jail	3
Others	16

The age groupings of boys cared for by the BIR as determined by a survey of 251 cases, were as follows:

Age	
10	1
11	2
13	5
14	16
15	38
16	75
17	114

Gergrude Logan, Director of the Children's Aid Section of the BIR, stated that the experience of that organization has demonstrated the inadvisability of a strict enforcement of a policy of emergency care and return to legal residence. Recently the BIR changed its policy of routinely returning boys over 16 years of age to their legal residence to one of return on a selective basis only. The plan for those whom the BIR will decide not to return is not well defined. Mrs. Logan advises that this problem has not come up since this change in policy was made effective. She believes that the SRA program for transient boys should take into consideration boys between 16 and 18 years as well as those over 18 years, inasmuch as the BIR is not equipped to afford an adequate plan for their care.

The Juvenile Probation Department, through the Juvenile Court cares for delinquent transient boys. This program is mainly one of camp care and return to legal residence.

The downtown missions for men provide housing for some boys. The exact number is not obtainable. The Director of the Union Rescue Mission states: "No one is turned away as long as there is an empty bed." He further stated that if he noticed a boy in the Mission who appeared under 18 years of age, he referred him to the BIR. He also expressed the opinion that some provision should be made for those 18 to 22 years of age. The Director of the Midnight Mission makes use of the SRA and BIR for the care of boys and only occasionally during late hours gives them housing.

The Travelers Aid Society is prepared to render casework service to transient boys, but due to its limited relief funds is able to provide very little care.

C. Boys Under Care

The SRA had under care on February 9, 1939, the following boys:

Camp Palos Verde	48
Camp DeVore	3
Junipero Serra Boys Club	12
Home of Relatives	5
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	68

The Juevenile

The Juvenile Probation Department advises that it has under care fifteen delinquent transient boys.

The BIR has twenty-two boys under eighteen years of age, who are in the Junipero Serra Boys Club awaiting transportation to their legal residences.

During 1938 one thousand and three (1003) transient boys were accepted for care by the SRA. Seven hundred and fifty (750) were placed in camps, two hundred and two (202) in the Junipero Serra Boys Club, Forty-seven (47) lived with relatives and four (4) received cash relief.

An analysis of the reasons for closing cases during the period March, 1937, to March, 1938, developed the following:

Returned to Legal Residence	671
Deserted	457
Over Age	57
Secured Private Employment	16
Placed in Legal Custody	15
Referred to Various Agencies	149

Total	1365

D. Proposed Plan for Care of Transient Boys.

1. Immediate Policy Changes

(a) The emphasis at present placed upon return to legal residence by the Intake Division should be replaced by one of attention to the immediate needs for shelter, food, clothing and medical care.

(b) The policy of rejecting boys at Intake for refusing to return to their legal residence should be discontinued.

(c) The policy of discontinuing aid to boys receiving care immediately upon their refusal to return to their legal residence, should be modified to a policy that permits the social worker time to work out socially desirable plans for their welfare.

(d) The age limits should be 16 to 22 years rather than 18 to 22 years.

2. Facilities Needed

(a) Transient Boys registration bureau.

(b) Intake Camp and treatment center.

(c) Vocational Training camp.

(d) Additional Private Agency facilities similar to Junipero Serra Boys Club.

3. Program

(a) Transient Boys Registration Bureau. The function of this department would be to:

(x) Provide a central Intake for transient boys.

Note:- It is proposed at this time that only a brief eligibility interview (similar to a qualifying interview) be taken at the time of application by the Transient Boys Registration Bureau and that the complete first interview and social planning be left to the Intake Camp Caseworkers.

(y) Assume responsibility for social work statistics pertinent to the transient boys problem.

(z) To provide a clearing house for those interested in arousing the community conscience to its transient boys problem.

(b) Intake Camp:

It is intended that this camp provide emergency care pending the development of a suitable plan by the Social Service staff for boys' welfare. Facilities for physical and psychiatric examinations and the treatment of minor ailments should be available. If it is deemed impractical to provide medical facilities in the camp, then the panel plan for medical care should be used and a medical social worker assigned to this camp. This alternative program should be supplemented by a first aid program.

(c) Vocational Training Camp:

The facilities of this camp should provide a constructive vocational training and work program. The work program should be of such a productive nature that it would lend dignity to work and should be geared into an educational program in such a way that when a youngster leaves the camp he will take with him a sense of accomplishment and confidence in his ability to become a productive unit of society.

Boys in this camp would not be asked to work for only their room and board. Productive work is always worthy of an adequate wage. It is only "made work programs" that call for work with a remuneration of maintenance only.

Certain safeguards, perhaps similar to a parent-son relationship, should undoubtedly be established to assist the boys in reaching a socially desirable objective. For example: It would probably be wise to exercise a reasonable control over the earnings of these boys. The major portion should be deposited to the boy's credit for transportation to legal residence, subsistence enroute, education and to assist certain boys to become absorbed in this community.

The maintenance work of this camp should be of such a nature that boys will learn as they work. For example, even such menial tasks as dish-washing, janitor and kitchen duty should be a part of a planned vocational training program. These tasks under proper supervision and direction, have a definite training value for restaurant, hotel and kitchen work.

Training in cleanliness with proper implements and cleaning materials would turn out efficient janitors and helpers. Painting in its true sense, not merely the technique of "brush slinging" but color schemes, combinations, designs, mixing and paint removal, would be useful for future avocations.

For those interested in landscaping, gardening and botany, the camp grounds would lend unlimited possibilities.

The above programs would not only add zest to necessary maintenance work, but would also tend to raise the standard of camp life from the drabness into which it has fallen, to an exciting experience of learning.

The foregoing work program, although essential to the maintenance of any camp, would occupy the time of but a few of the boys. The major program should be sufficiently varied to occupy the interest of all who come under care and is limited only by our imagination. The following are merely suggestive.

Auto Mechanics: A machine shop where State equipment may be repaired by boys under the supervision of a trained mechanic.

Animal Husbandry: Dairy and poultry products could be raised, not only for the camp, but also for general distribution.

Forestry Work: Fire prevention.

Farm Products

Tailoring

Shoe Repairing, and a multiplicity of other projects which would in themselves be not only productive, but also vocational training in nature.

If the camp could be located within the Los Angeles School District undoubtedly the school system could be prevailed upon to supply classes which would be particularly adapted to the transient boy. These classes could be supplemented by EEP (WPA) workers.

It is axiomatic that all boys' programs must have an adequate recreational program under trained supervision. For this reason a recreational program should be developed which would call for the participation of the largest number of boys and reduce to the spectator stage the smallest possible number.

Discreet and intelligent counseling by trained personnel aimed toward assisting these boys to constructively plan for their future welfare should be an important adjunct to the camp program. Case workers should be charged with this duty as a part of their responsibility toward the boys under care.

Since camp at best is an artificial situation caution should be exercised lest the camp become an "end in itself". It might be advisable to place a flexible time limit on the period a boy could remain.

Aside from a certain basic well trained staff the camp should be operated by the boys themselves.

(d) Private Lodges:

At the present time the only private agency attempting to meet the housing needs of transient boys is the Junipero Serra Boys Club. This agency has a maximum capacity of 65 boys. This lodge is sponsored by the Catholic Welfare Bureau and was established originally in 1924 to meet the needs of Catholic transient boys stranded in Los Angeles. However, since the liquidation of the Federal Transient Boys Camps and the Community Boys Lodge (a Community Chest Agency established primarily to meet the needs of non-Catholic boys) the Junipero Serra Boys Club has attempted to serve all boys referred to it by any of the public agencies.

There is an undoubted need for the reestablishment of a second housing unit for transient boys similar to the old Community Boys Lodge, inasmuch as a liberalized transient boys policy would bring under care the boys now reputedly sleeping in flop houses, all-night theatres and jungles. This boys lodge should have accommodations for approximately fifty (50) boys.

The objective of these lodges should be to provide the medium by which boys whom it is determined should not, for good social reasons, be returned to their legal residences, may be absorbed into the community.

The program of these lodges should be aimed toward carrying to fulfillment the plan determined upon by the social workers attached to the transient boys division of the SRA

The relationship of the SRA to these agencies should be one that would supplement their programs but not supplant them. However, the SRA, by virtue of its part in paying for the maintenance of the boys under care, should have a voice, at least advisory, in the formulation of the agency's program.

The SRA should pay an equitable amount, at least equivalent to the cost of camp care, to these agencies. The present procedure of allowing the minimum SRA single man's budget is unfair, both to the agency and to the boys, since the difference between actual cost and that allowed must be taken from an essential part of the program which the SRA must look to the private agencies to provide.

Three social agencies in Los Angeles have indicated a desire to enter into this field of providing lodging for transient boys, i.e. Travelers Aid Society, The Midnight Mission and the Volunteers of America. All are handicapped by a lack of money but each indicated that there was a possibility of its securing the necessary funds, providing the SRA would meet a portion of the maintenance cost by paying to the agency an amount approximating the single man's budget for each boy under care.

4. Staff Requirements for Transient Boys Work: (For complete organizational chart see later part of report.)

Executive:

Supervisor of Transient Boys Division	1
Secretary to Supervisor of Transient Boys Division	1

Social Service:

Case Supervisors - 1 to each 5 Case Workers and Qualifiers.

Qualifiers for Transient Boys' registration Bureau - 1 to each 8 to 10 applications per day.

Caseworker - 1 to each 25 boys in the Intake Camp and 1 to each 50 boys in the Vocational Training Camp.

Clerical:

Should be allotted to the Social Service Division on the basis of 2 clerical persons to every 3 professional persons employed.

Camps:

Camp Director - 1 to each Camp

Assistant Director and Camp Manager - 1 to each Camp

Recreational Leader - 1 to each Camp

Supervisor of Vocational Training and Work Projects - 1 to each Camp

1st Cook - 1 to each Camp

2nd Cook - 1 to each Camp

Boys' Counsellors - a minimum of 3 to each Camp in order to have 1 for Supervisorial duty on hand at all times.

Medical Care - 1 half-time Physician for each Camp

5. Community Programing:

The proposed program to be successful, must have the support of the community. To secure this support it is suggested that a Committee representing labor, social agencies, the juvenile police and probation departments and the citizens at large, be appointed by the Governor, State Relief Commission or some authorized representative of the Governor, to act in an advisory capacity to the Transient Boys Division. This Committee should be a sub-committee of the General Transient Committee. (See Committee and Administrative Organization in later part of this report.)

IV. FAMILIES

A. Policy

Prior to February 9, 1939, the policy of the State Relief Administration in Los Angeles County was to make "consent to return to legal residence" at the time of application a condition precedent to relief. On this date the policy was changed by an administrative order and transient families were made eligible for emergency aid pending verification of residence and receipt of authorization for return, whether or not they signify a willingness to return to their legal residence at the time of application for relief. Under this policy, as soon as legal residence can be verified and authorization secured for family's return, transportation is offered and if refused aid is discontinued.

The present policy is not as harsh as that which prevailed prior to February 9, 1939, but it still lacks much that is to be desired. During 1938, while the "return or else" policy was in effect, twelve thousand nine hundred and ten (12910) applications were received from transients, of which only five thousand two hundred and ninety-two (5292) or about 39% were accepted for temporary aid and transportation to legal residence. Although there is no available statistical information on the reasons for rejecting 61% of the applications, it is fair to assume that the majority were rejected for refusing, at the point of intake to consent to return to legal residences.

The policy now in force permits a slight breathing spell between that critical time when the family is faced with the need of applying for relief and the necessity for making a decision as to whether or not it will return to its legal residence. The period, in most instances, is still too brief for a careful and well thought out decision on the part of the family. It is still a "return or else" policy with little or no consideration given to a determination of what is socially desirable for the particular family.

B. Some Statistical Information.

1. A review by the Urban District office of two hundred and ninety (290) transient applications accepted for temporary care during the four week period just prior to February 1, 1939, developed the following interesting facts:

Origin of these Families

Dust Bowl Area	52%
Great Lake Area	17%
Rocky Mountain Area	13%
Northeastern Area	11%
Southern Seaboard	6%
Pacific Coast Area	2%

Now Applications 73%

Applied for assistance within one month after their arrival in California 21%

Applied for assistance within three months after their arrival 54%

Applied for assistance during the first week of their arrival 10%

Applied for assistance within two days after their arrival 7%

During this same period 36% of all transient applications for relief were rejected for refusing to consent to return to legal residences.

2. The following is an analysis of the reasons for closing transient cases during 1938:

Secured Employment in Private Industry	581
Assigned to WPA or other Federal Projects	90
Sufficient Income or Resources	22
Became Unemployable	15
Under Care of Other Agency	30
Sent to Camp	98
Returned to Legal Residence in other States	2823
Refused to Return to Legal Residence	181
Left of own Accord or Unable to Locate	847
Responsibility Assumed by Relatives or Friends	52
Unwilling to furnish information necessary to establish eligibility	21
All other Reasons	538

The SRA statistical reports do not show reasons for closings broken down by classifications such as Families, Boys and Single Women.

During the week ending February 23, 1939, one hundred and seventy-seven (177) applications were received from transient families. Ninety-three (93) or 53% were rejected, while eighty-four (84), or 47% were accepted for temporary relief and transportation to legal residence. On the last day of the week seven hundred and forty-five (745) transient families were receiving relief.

C. Facilities for the Care of Transient Families.

The Urban District Office, located at 660 East 22nd Street, receives applications from transient families residing within the city limits of Los Angeles. The Long Beach, Pasadena, Alhambra and San Fernando District Offices accept applications from transient families living in the communities they serve.

The qualifying interview plus field intake system is used by the district offices to determine eligibility. Staff is allotted to the intake divisions on the same basis as resident cases and little consideration is given to the additional work involved in serving transient families. Each field Case Aide is expected to carry a caseload in excess of fifty-five (55) families. This results in the service rendered being quite mechanical in nature and consists mainly of temporary care, verification of residence and transportation.

D. Staff Attitude.

The attitude of the staff serving transients is somewhat difficult to define. When asked for opinions as to how the SRA policy toward transient relief might be changed, their reactions varied from those which seemed to indicate they felt the previous policy was totally unsocial, to those best exemplified by the statement of one of the group to the effect; "The majority of transient families bring little of value to California and should be returned to their legal residences as soon as possible, lest they become a burden to the community."

The confusion in the minds of the staff probably results from the strict enforcement, during the past several years, of the policy of returning transient families to their legal residence, irrespective of what may await them in these communities. Undoubtedly any indication that the State Relief Administration intends to approach the problem in a more social manner, would be received in an enthusiastic fashion by the staff charged with the responsibility of caring for transients.

E. Recommendations.

1. Policy Changes

(a) The literal enforcement of the policy of returning transient families to their legal residences should be changed to a policy which takes into account:

(x) The welfare of the family.

(y) The family's plan for its future well-being.

(z) The conditions from which the family is attempting to escape.

(b) In general, emphasis might well be placed upon returning to legal residence, but it should be in conjunction with co-operative planning by the family and the SRA, and not by taking advantage of the economic distress of the family.

(c) Families should not be denied relief solely for the reason they refused to accept transportation to legal residences.

(d) Recognition should be taken of the fact that it is not to the economic advantage of this country to create stranded communities in non-productive areas, i.e. Dust Bowl Area, solely for the reason they cannot secure relief elsewhere, as is the case under the English Dole System.

(e) Families whom it is determined inadvisable to return to legal residences, should be afforded the same type care rendered resident families in order that they may have an opportunity to make an adequate adjustment in this community, i.e. certification to WPA, NYA and CCC placement for younger members of the family group, and medical care.

2. Organizational Changes.

(a) There should be established a Transient Family Welfare Division under a well trained Supervisor. This division may have office space in several of the district offices but the personnel of the division should be responsible to the Supervisor of the Transient Family Division and not to the District Director. The reason for this change in responsibility is to assure close supervision of this rather technical problem and the enforcement of a uniform policy.

(b) Staff Needs: Caseworkers should be allotted to the Intake Division on the basis of one to every twenty applications per week, and to the field units on the basis of one to every fifty active cases.

This increase in the allotment of personnel is based on the increased amount of work incident to the care of transient families and to the technical skill required. The allotment of Case Supervisors and clerical workers should be on the same basis as at present, i.e. Case Supervisors - one to five Case Aides. Clerical - two to three professional persons.

V. SINGLE WOMEN

A. Policy

The policy for determining the eligibility for relief of transient single women has in general been the same as that in effect for transient families. Until recently, as in the case of transient boys and families, consent to return to legal residence was a condition precedent to relief. Since February 9, 1939, the policy has been to accept single women for temporary relief pending verification of residence and authorization to return, without insisting upon an agreement to return to legal residence at the time application for relief is made. However, when authorization for return is secured transportation is offered and if refused relief is discontinued.

The strict enforcement of this policy of return to legal residence has placed the burden of caring for single women on already overtaxed private agencies. Not all of the single women refused relief by the State Relief Administration find their way to private agencies and one can only hazard a guess as to the means to which they must resort in order to maintain themselves.

B. Statistical Information.

Statistics are not available as to the number of applications the SRA received from transient single women during 1938. We do know however that five hundred and forty-eight (548) women were accepted for temporary care and transportation to legal residence. On the basis of these acceptances, it is probably fair to assume that over one thousand (1000) applications were received.

The Travelers Aid Society reports that it has been caring for between twenty-five (25) and thirty (30) girls per month, whose applications were rejected by the State Relief Administration for refusing to consent to return to their legal residences.

During 1938, five hundred and thirty-four (534) cases of single transient women were closed. Unfortunately the SRA statistical report does not tell us the final disposition of these women.

C. Facilities for the Care of Single Transient Women.

The workers assigned to the care of transient families are also charged with the responsibility of serving transient single women. (See portion of report dealing with Transient Families.)

In addition the Travelers Aid Society has a small fund given it by the Pepperdine family, which enables that agency to care for single women coming to its attention. The women are placed in the Brandon Guest House and the Mary Martha Home. The Executive Secretary for the Travelers Aid Society reports that the majority of these women find private employment and become self-sustaining.

D. Recommendations.

1. Policy Changes.

(a) The present policy of temporary care pending return to legal residence should be changed to a more constructive policy which meets the needs of these women and recognizes that frequently return to legal residence is worse than no plan.

(b) Recognition should be taken of the fact that transient single women in the main are attempting to escape from either a real or fanciful situation which to them has become unbearable.

(c) Recognition should also be taken of the fact that transiency among single women is not always due to unemployment and that it is necessary to approach the problem in a more skilled fashion than is ordinarily necessary in the instance of a simple unemployment relief problem.

(d) Approved housing facilities for single women made available by private social agencies, should be used when these units have something constructive to offer these women.

(e) Social planning for single transient women should be done in cooperation with the women themselves. The objective of such planning should always be a socially desirable solution of their problems and not an arbitrary return to a legal residence.

2. Organizational Changes.

The organizational changes suggested under the section of this report dealing with transient families, would probably meet the needs of unattached transient women.

VI. SINGLE MEN

A. Present Policy

Since the liquidation of the Federal Transient Service in September, 1935, the policy of the State Relief Administration toward single transient men has been as set forth in Chapter I, Section D, Page 10 of the Social Service Division Manual: "In general, transient unattached employable men are not eligible for any relief. Exceptions may be made to this policy only when in the opinion of the Social Service Supervisor the circumstances of a particular case warrant special consideration. Such circumstance might arise in the case of a man of substantial background who has made an unsuccessful attempt to establish himself in employment, or a man with definite family ties elsewhere who has good social reasons for returning to such place of legal residence."

The fact that the State Relief Administration in Los Angeles County had under care on February 23, 1939, only two transient single men would indicate that the exception to the general policy of no relief to single transient men is not very generously applied to individual cases.

B. Problem.

As is true in the instance of transient boys, the lack of a central registration bureau and adequate facilities for their care makes any estimate of the size of the problem most difficult. However, there are certain figures available which indicate to some extent at least the problem.

The Director of the Midnight Mission reports that over fifteen hundred (1500) transient men find shelter each night by the following means:

Midnight Mission	150
Union Rescue Mission	200
Motion Picture Houses	1200

The limited facilities available in the form of mission care compel men to seek shelter in all-night motion picture shows. There are six of these establishments on Main Street which charge a five cent admission fee and permit their customers to remain until five o'clock in the morning.

The only available estimate of single transient men entering the City of Los Angeles via freight trains, is that supplied the Police Department by the three major railroads and covers the period of from May to October, 1937. The railroad officials

estimated that twenty-eight thousand nine hundred twenty-five (28,929) entered the city during this period.

The Los Angeles City Annual Police Report for the fiscal year 1937-1938, shows that twelve thousand five hundred and eighty five (12,585) men over 21 years of age were arrested on vagrancy charges. Of those arrested five thousand two hundred and seventy-six (5276) were between the ages of 22 and 29 inclusive; two thousand eight hundred and twenty-four (2824) were from 30 to 39 years inclusive, and two thousand three hundred and sixty-four (2364) were over 40 years of age.

The Council of Social Agencies advises me that transient unattached men compose the largest single unmet social problem in Los Angeles County.

C. Facilities for Care.

Other than the missions, jails and all-night theatres mentioned previously, there are practically no facilities for the care of transient single men.

During 1937 the City of Los Angeles appropriated \$12,000 to care for transient unattached men. The money was spent under a contract with the Community Chest of Los Angeles. A central registration bureau was maintained for the period February 1st to June 30th, and men were allowed a maximum of three days care at the Midnight Mission. At the end of this time they were requested to leave the city by the Police Department. No money was appropriated for this purpose by the city during 1938.

The Council of Social Agencies plans to present a request to the Social Service Commission on March 7, 1939, that it include in its budget the sum of \$15,000 in order that two hundred (200) men per day may be provided with two meals and a bed for a three day period during the latter half of the fiscal year commencing January, 1940. A modified work program in connection with the Park and Fire Department is contemplated. No request is being made for a registration bureau. This problem will probably be met by one of the private agencies.

It should be noted that the request of the Council of Social Agencies goes no further than to suggest a plan of care that calls for only three days relief, with the inference that the man must then leave town.

D. Recommendations.

1. Policy

(a) The State Relief Administration must recognize its responsibility for the care of employable transient unattached men.

- (b) Recognition should be taken of the fact that the so-called "Bindle Stiff" or "hobo" is a thing of the past and in their place we have a very large number of comparatively young homeless men needing care. (See statistics arrest on vagrancy charge.)
- (c) The present negative policy of the State Relief Administration should be changed to a positive one providing at least a minimum amount of care.

2. Form that Relief Should Take.

- (a) A program of camp care should be the minimum that is made available for transient men.
- (b) It would be advisable to develop productive work programs in these camps flexible enough to gear into any WPA program for transients that might result from the President's request to Colonel Harrington, WPA Administrator, that the WPA attempt to alleviate California's transient problem.
- (c) Provision should be made for care outside of camp on a selective basis which should take into consideration the individual's welfare.

3. Facilities Needed.

- (a) A Registration Bureau for transient unattached men.
- (b) An over-night housing unit which would accomodate approximately two hundred (200) men. The SRA should gear into the facilities that may be made available by the City of Los Angeles, or failing this, make use of existing private facilities.
- (c) Camp facilities for at least one thousand (1000) men during the winter and three hundred (300) during the summer should be provided.

4. Staff.

(a) Central Registration Bureau

Supervisor of Bureau

Case Aides - 1 to every twenty (20) applications received per day.

Clerical - 2 to every three (3) professional persons employed.

(b) Housing Unit

Supervisors	1
Asst. Supervisor	1
1st Cook	1
2nd Cook	1
Supervisor of Maintenance work	1
Clerical	4

(c) Camps

Camp Superintendent -	1	to each Camp
Asst. Camp Superintendent	1	to each Camp
Recreational Leader	1	to each Camp
Supervisor of Work Projects	1	to each Camp
First Aid Man (Registered Nurse)	1	to each Camp
1st Cook	1	to each Camp
2nd Cook	1	to each Camp
Clerical	3	to each Camp

(d) Social Service Staff.

Supervisor of Men's Division	1
Secy. to Supervisor of Men's Division	1
Case Supervisors - 1 to each 5 Case Workers	
Case Workers - It is estimated that 1 Caseworker would be required for every on hundred (100) men receiving care. It is intended that only a selective group would benefit by the service of a Caseworker.	

VII. MEDICAL CARE.

A. Problem.

In general the eligibility of transients for medical care is determined upon the same basis as that for relief. The only exception to this policy is that the residence requirements are waived by General Hospital in the instance of acute emergencies.

Transient clients of the State Relief Administration receive the same medical service as other relief recipients. This service is very limited and is not intended to meet chronic ailments.

Private Agencies, i.e. All Nations and Santa Rita Clinics, as well as the Cedars of Lebanon and White Memorial Hospitals, occasionally render medical service to transients. Since the resources of these agencies are limited they cannot be looked to for extensive service to this group.

The problem of medical attention for transients revolves itself to the single statement, "Facilities are available to meet only acute emergencies."

B. Recommendations

It is recommended that the Medical Division of the State Relief Administration take under consideration the problem of medical care for transients and develop a program of service which will more completely meet their needs. Service similar to that rendered by the Agricultural Workers Health and Medical Association is undoubtedly needed in Los Angeles County.

VIII. CONCLUSION

A. Committees.

The Federal Transient Service was vulnerable to arbitrary termination by administrative order in September, 1935, because it fell short of attaining one of its essential objectives, i.e. community support. This objective may only be attained by means of an educational campaign by informed citizen Committees. For this reason it is recommended that there be appointed a General Transient Committee, which in turn should appoint Sub-Committees to approach each problem of transiency, i.e. boys, single women, families, unattached men, and the difficulties in obtaining medical care for these groups.

This General Committee should serve in an advisory capacity to the administrative person in charge of the Transient program in Southern California, while the sub-committees should be advisory to the supervisors of the subdivisions of the transient program.

B. Personnel Chart

(See Page 25)

SOUTHERN CALIFORNIA DIRECTOR
TRANSIENT DIVISION

Supervisor of
Boys' Division

Supervisor of
Family & Single
Women's Divn.

Supervisor of
Single Men's
Division

Supervisor
Transient Boys
Registration
Bureau

Supervisor
Case
Workers

Camp
Supts.

Case Supervisors
and
Case Workers

Supervisor of
Central
Intake

Social Service
Supervisor

Camp
Superintendents

C. The Transient Program should at all times be one that is flexible enough to gear into any Federal proposals which may result from the President's recent request of Colonel Harrington. It should also take full advantage of the facilities for the care of transients which have been made available by the Farm Security Administration, the Works Progress Administration and the Agricultural Workers Health and Medical Association.

March 6, 1939